



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 10

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OFFICE OF
ENVIRONMENTAL CLEANUP

Delaney-Houghton Elementary
054-0541-110

MEMORANDUM

SUBJECT: Approval and Funding for a Removal Action at Delaney-Houghton Elementary School Site, Soap Lake, Grant County, Washington

FROM: Dale Becker, On-Scene Coordinator
Emergency Response Unit
Emergency Management Program *DB*

TO: Chris D. Field
Program Manager
Emergency Management Program

THRU: Wally Moon *WJM*
Unit Manager
Emergency Preparedness and Prevention Unit
Emergency Management Program

SITE ID: 10PN

I. PURPOSE

The purpose of this Action Memorandum is to request and document approval of the selected time-critical removal action described herein for the Delaney-Houghton Elementary School Site (Site) located at the corner of Fourth Avenue South East and Cannas Street South, in Soap Lake, Grant County, Washington.

The condition of the Site meets the criteria for initiating a removal action under the National Contingency Plan (NCP), 40 C.F.R. §300.415.

It is currently anticipated that the removal action will be conducted as a Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) fund-lead removal action by the United States Environmental Protection Agency (EPA). The proposed removal action will address Asbestos Containing Material (ACM), associated asbestos-contaminated debris, and other hazardous substances at the Site that have released or present a substantial threat of release to the environment.

II. SITE CONDITIONS AND BACKGROUND

The EPA ID No. is WAN001001557.



A. Site Description

1. Removal site evaluation

The Washington Department of Ecology (ECY) Eastern Regional Office forwarded an anonymous citizen complaint to the Environmental Protection Agency, Region 10 Emergency Response Unit via email on July 30, 2015. The complainant stated that the abandoned Delancey School, in a residential area of Soap Lake, Washington, had piles of asbestos that became airborne in the wind, and drums of unknown materials that were leaking onto the soil. The building structure had no roof, doors, windows or interior walls; there were no barriers to people accessing the Site. The complainant explained that the Site is used by homeless people as a shelter and is an attractive nuisance to children. The basement was full of demolition debris and the Site is being used for illegal dumping. The materials were reported to have been in place for approximately five years.

On October 22, 2015, the EPA received reports from ECY that the drums were presumed to be empty but ECY could not investigate or remove the asbestos. The suspicion that the drums were empty was based on reports from the Grant County Code Enforcement program; however, the drums had apparently not been fully assessed.¹

On December 14, 2015, the EPA and Superfund Technical Assessment and Response Team (START) conducted a removal assessment of the Site. The school is divided into three wings. The original school building forms the east wing of the school, which has standing walls with no roof, windows, doors or interior walls; two-thirds of the area is a soil crawlspace and the other one-third is a basement with concrete floor. The basement floor is covered with approximately six inches of demolition debris and trash dumped from off-site. The basement boiler room retains a concrete ceiling. The central wing is completely demolished with the foundation remaining and vegetated soil throughout. The west wing was a gymnasium and auditorium with no doors or windows and fire-damaged floors, walls and ceiling. The school is currently abandoned with no physical barriers to entry. The Site is apparently used as shelter by homeless people; children reportedly play at the Site, and it may be subject to illegal dumping. The Site has residences across the street on two sides; the nearest house is approximately 150 feet away.

Homeless people were observed on the Site the morning of the assessment² and the anonymous complaint indicates that the Site is an attractive nuisance for children. There was evidence on-site of recent graffiti and the Soap Lake City Supervisor described a recent fire in the boiler room which was likely caused by homeless people who created a fire for warmth.³

Twenty-three samples of suspected ACM were collected by START. Analytical results indicated that corrugated "air-cell" type Thermal System Insulation (TSI) in the basement boiler room contained 55 percent chrysotile asbestos and a pile of insulation and other demolition debris north of the school contained less than 1 percent Actinolite asbestos and 20 percent vermiculite. The vermiculite is assumed to be from Libby, Montana, and is likely to contain additional asbestos.⁴ The west wing was only partially assessed; a fire had caused structural damage that resulted in a high worker safety risk. The asbestos survey in this wing was limited to the three building entries and stairwells. A visual inspection from the exterior

¹ Personal communication, Nathan Poplawski, Code Enforcement/Deputy Fire Marshal, Grant County, September 24, 2015.

² Personal communication, Darryl Pheasant, County Treasurer, Grant County, December 14, 2015

³ Personal communication, Darrin Fronsman, City Supervisor, Soap Lake, December 9, 2015.

⁴ Personal communication, Julie Wroble, Toxicologist, EPA Region 10, January 21, 2016.

indicated that the majority of unassessed materials were composed of wood. Two drums and one bucket of unknown materials were assessed. One drum and the bucket were determined to be non-hazardous; however, one drum was identified as containing waste oil.

During a subsequent site visit on March 9, 2016, it was noted that the ACM pipe wrap in the boiler room had been disturbed since the December 2015 site visit and possibly removed from the Site. It is likely that bulk ACM or asbestos fibers were spread throughout the basement during the process of removing the ACM pipe wrap. The climate at the Site is a high desert with long, hot, dry summers where friable asbestos fibers are likely to become dry enough to be transported by wind to nearby residences or tracked to residences on clothing if the materials are disturbed. The walls have many large openings for windows and doors making access control impractical. Based on the evidence of continued disturbance, the proximity to residential areas, and accounts of children and homeless people using the Site, it was determined that there is an ongoing release to the environment with the potential for human exposure that presents an imminent and substantial threat to public health and welfare.

2. Physical Location

The Site is located at the corner of Fourth Avenue South East and Cannas Street South, in Soap Lake, Grant County, Washington. The precise location is 47.385857 North Latitude; 119.485848 West Longitude.

The Site is centrally located on seven Grant County parcels in a residential neighborhood in Soap Lake, Washington. The nearest residence is approximately 150 feet away (across the street) with no controls limiting access to the site. The City of Soap Lake has a population of 1,574 in an area of approximately one square mile. The Site is on the same block as the Soap Lake School District Bus Barn, Police Department, and City Hall. An online search of the National Registry of Historic Places indicated that the Site is not a registered historic site.

3. Site characteristics

The Delancey-Houghton Elementary School was opened in 1947 with 171 students and expanded to add a library, multi-purpose room, and kitchen in 1950. A new elementary school was constructed at a different location in town sometime in the early 2000s, and it is not clear when the Delancey-Houghton Elementary School closed. Evidence suggests that the Site was purchased from the Soap Lake School District prior to demolition work and the new owners subsequently filed for Chapter 7 bankruptcy in 2012. Details are available in the Confidential Enforcement Addendum.

Based on aerial photography, it appears that demolition of the building began sometime between 2009 and 2011. It is unknown when demolition activities ceased. According to the Grant County Assessor's office, the parcels were transferred to Grant County Tax Title in 2013.

Residences within a one mile radius around the Site have characteristics indicating that this is a potential Environmental Justice (EJ) community. The EPA EJSCREEN tool was used to characterize the potential for EJ issues. EJ indices show that the community was above the 80th percentile in the State and Region for the Lead Paint Indicator and above the 70th percentile for Particulate Matter, Treatment Storage and Disposal Facilities (TSDF) Proximity, and Water Discharge Proximity. Environmental indices show that the community was over the 80th percentile in the state for Ozone and above the 70th percentile in both

the State and Region for Ozone and Lead Paint. Demographic indicators show that the community is above the 80th percentile in the State and Region for Low Income Population, Populations with Less than High School Education, and Population over Age 64; the Demographic Index and Linguistically Isolated Population are over the 70th percentile.

4. Release or threatened release into the environment of a hazardous substance, or pollutant or contaminant

The hazardous substance known to be on-site is asbestos. Asbestos is a hazardous substance as defined by section 101(14) of the Comprehensive Environmental response, Compensation, and Liability Act, as amended, 42 U.S.C. §9601(14).

A removal assessment completed by the EPA in December 2015 indicated the presence of asbestos and asbestos-contaminated debris. The basement boiler room contained approximately 20 feet of six inch diameter air cell pipe wrap TSI containing 55 percent Chrysotile asbestos. A debris pile located at the base of the school steps to the north of the original building was composed primarily of mineral wool insulation with less than 1 percent Actinolite asbestos and 20 percent vermiculite. Vermiculite insulation at sites in eastern Washington are presumed to contain vermiculite ore originating from the W.R. Grace and Company operated mine in Libby, Montana, which was contaminated with Amphibole asbestos. The debris pile is exposed to the elements and could produce airborne fibers during wind or disturbance. Airborne fibers may be inhaled by children playing, homeless people sheltering in the building or residents living across the street.

5. NPL Status

The Site is not proposed or listed on the NPL site and is not expected to receive a Hazard Ranking System (HRS) rating.

6. Maps, pictures, and other graphic representations

See attached figures:

- Figure 1 Site Vicinity Map
- Figure 2 Site Map

B. Other Actions to Date

1. Previous Actions

No known previous removal actions occurred at this site.

2. Current actions

Consultation with Grant County Health District,⁵ the Grant County Treasurer,⁶ and the City of Soap Lake indicate that there are no other current actions planned for this site. The City of Soap Lake indicated interest in seeking partners and grant funding to demolish the building and redevelop the Site,

⁵ Personal communication, Amy Holler, Environmental Health Specialist, Grant County Health District, December 9, 2015.

⁶ Personal communication, Darryl Pheasant, Treasurer, Grant County, October, 26 2015.

however no specific funding or plans are in place.⁷

C. State and Local Authorities' Roles

1. State and local actions to date

On July 30, 2015, the Eastern Region of ECY forwarded the anonymous complaint to the EPA via email.

Grant County building code enforcement personnel conducted a site visit on July 30, 2015, however they do not have jurisdiction to conduct assessment or removal actions.

On October 22, 2015, the ECY Eastern Region Hazardous Waste and Toxics Reduction Program indicated in an email that they do not plan to assess the site and do not have the ability to assess complaints of asbestos contamination.⁸

2. Potential for continued State/local response

The state has no plans for future response. Although the Mayor of Soap Lake indicated an interest in a future response, the lack of funding indicates that no response will occur unless grant funding becomes available. Since no specific grant source has been identified and the release is on-going, waiting for local response will pose an unacceptable delay.

III. THREATS TO PUBLIC HEALTH OR WELFARE OR THE ENVIRONMENT, AND STATUTORY AND REGULATORY AUTHORITIES

The current conditions at this Site meet the following factors which indicate that the Site is a threat to the public health or welfare or the environment, and a removal action is appropriate under section 300.415(b)(2) of the NCP. Any or all of these factors may be present at a site, and any one of these factors may determine the appropriateness of a removal action.

1. Actual or potential exposure to nearby human populations, animals, or the food chain from hazardous substances or pollutants or contaminants (300.415[b][2][i]).

The presence of friable asbestos at the Site indicates the potential for inhalation exposure. Friable asbestos can easily become airborne in wind or during disturbance. The site is directly across the street from residences. Recent vandalism, reports of the site being used as for shelter by the homeless, reports of children playing on the site, and evidence that the ACM has been recently disturbed all indicate a high probability of human exposure to the known carcinogen.

Exposure to airborne friable asbestos may result in potential health risk because people breathing the air breathe in asbestos fibers. Continued exposure can increase the number of fibers that remain in the lungs. Fiber embedded in lung tissue over time may cause lung disease, including asbestosis, lung

⁷ Personal communication, Raymond Gravelle, Mayor, City of Soap Lake, February 25, 2016.

⁸ Personal communication, Lisa Brown, Professional Engineer, Hazardous Waste & Toxics Reduction Program, Department of Ecology, Eastern Regional Office, October 22, 2015.

cancer, and mesothelioma.⁹

2. Weather conditions that may cause hazardous substances or pollutants or contaminants to migrate or be released (300.415(b)(2)(v)).

The Site is located in a high desert climate which indicates that ACM is likely to be dry enough to become friable and transported by wind. A majority of the ACM is exposed to direct wind and sunlight, increasing the risk of transport.

3. The availability of other appropriate federal or state response mechanisms to respond to the release (300.415(b)(2)(vii)).

Washington State, Grant County, and the City of Soap Lake have all indicated that there are no response mechanisms enabling their jurisdictions to respond to the release.

IV. ENDANGERMENT DETERMINATION

Actual or threatened releases of hazardous substances from this Site may present an imminent and substantial endangerment to public health, welfare, or the environment.

OSWER Directive 9345.4-05 indicates that material containing less than one percent asbestos may pose an unreasonable threat to human health. Asbestos is a known carcinogen that causes asbestosis, lung cancer, and mesothelioma. The asbestos materials and asbestos contaminated debris are exposed to the elements and may become dry, friable and airborne. The Site is in a residential area where neighboring residents, children playing on the Site and homeless people sheltering in the building may be exposed.

V. PROPOSED ACTIONS AND ESTIMATED COSTS

A. Proposed Action

1. Proposed Action Description

Best-Management Practices (BMPs)

Caution tape, signs, and after hours security guards will be used to prevent non-essential personnel or the public from becoming exposed during cleanup actions. Dust suppression will be conducted using water sprays from nearby fire hydrants and runoff will be prevented or collected. Upwind and downwind air monitoring for particulate will be conducting in order to monitor dust suppression effectiveness. Upwind and downwind air sampling for asbestos will provide confirmation of dust suppression effectiveness.

Assessment and characterization of known and suspected hazardous wastes and potentially contaminated soils

Any additional suspected hazardous substances that are identified during removal activities will be

⁹ Retrieved from <https://www.epa.gov/asbestos/learn-about-asbestos#effects>, March 16, 2016.

characterized using field hazard characterization (HAZCAT) procedures. The effectiveness of cleanup efforts in the school basement will be assessed through air sampling which will be analyzed by a fixed off site laboratory.

Excavation and disposal of contaminated material

All debris, soil and other materials containing or contaminated with hazardous substances will be removed from the basement and boiler room. The basement and boiler room walls will be washed in order to remove any residual asbestos contamination; all wash water will be captured and disposed of in drums. All potentially ACM contaminated debris will be disposed of at a nearby municipal solid waste landfill.

The insulation and construction debris pile north of the building will be excavated using a skid steer and disposed of at a municipal solid waste landfill. The blacktop surface under the debris pile will be washed and all runoff will be captured and disposed of at a municipal solid waste landfill.

Packaging, labeling, transportation, and disposal of hazardous wastes

Waste that was determined to contain over one percent asbestos during the site assessment will be bagged and labeled as asbestos containing material at a municipal solid waste landfill permitted to accept asbestos. All waste with less than one percent asbestos will be packaged in a lined roll off container with a solid cover with a gasket and disposed of at a municipal solid waste landfill. The selected municipal solid waste landfill will comply with the CERCLA off-site rule (40 CFR § 300.440).

Post removal site controls

The EPA does not expect that post-removal site controls will be required because the hazardous substances should be removed from the Site. Post removal site controls may not be feasible based on the lack of a viable responsible party and the limited capacity of local and state government agencies for managing asbestos. Documentation of removal actions and post removal assessment results will be provided to the City of Soap Lake, Grant County, and the Grant County Health District.

2. Contribution to remedial performance

The Site is not expected to require any further EPA action because the hazardous substances should be addressed by this proposed cleanup action.

3. Description of alternative technologies

There are no viable alternative technologies that have been identified for the Site. Removal of hazardous substances and contaminated debris is a standard technology for the Site.

4. Engineering Evaluation/Cost Analysis (EE/CA)

This proposed action is for time-critical removal action, and an EE/CA therefore is not required.

5. Applicable or relevant and appropriate requirements (ARARs)

The NCP requires that removal actions attain Applicable or Relevant and Appropriate Requirements (ARARs) under federal or state environmental or facility siting laws, to the extent practicable (40 CFR § 300.415(j)). In determining whether compliance with ARARs is practicable, the EPA may consider the scope of the removal action and the urgency of the situation. The following are requirements that may be ARARs for this removal.

Federal

NESHAP, 40 CFR 61, Subpart M. Subpart M addresses milling, manufacturing, and fabricating operations, demolition and renovation activities, waste disposal issues, active and inactive waste disposal sites, and asbestos conversion processes. Subpart M is potentially applicable to the handling, packaging, labeling, transportation, and disposal of asbestos-containing material.

The National Historic Preservation Act (NHPA) may be applicable since the building is over fifty years old. The National Park Service web site was searched in order to determine if the site is on the National Registry of Historic Places. The Site is not registered as an historic site; this was confirmed with the State Historic Preservation Officer (SHPO). Coordination with the SHPO and Tribal Historic Preservation Officers has been initiated.

Resource Conservation and Recovery Act [42 USC § 6901], Subtitle D Managing Municipal and Solid Waste [40 CFR Parts 257 and 258]. Subtitle D of RCRA establishes a framework for controlling the management of non-hazardous solid waste. Subtitle D is potentially applicable to solid waste generation and management at the Site.

State

The following state ARARs were determined in consultation with Washington Department of Ecology.^{10,11}

Chapter 70.94 RCW Washington Clean Air Act and Chapter 173-400 WAC. These statutes provide requirements for fugitive dust sources to prevent fugitive dust from becoming airborne and to maintain and operate sources to minimize emissions.

¹⁰ Personal communication, Lisa Brown, Professional Engineer, Hazardous Waste & Toxics Reduction Program, Department of Ecology, Eastern Regional Office, April 11, 2016.

¹¹ Personal communication, Gerald French, Hazardous Waste & Toxics Reduction Program, Department of Ecology, Eastern Regional Office, April 11, 2016.

Washington State Hazardous Waste Management Act and Dangerous Waste Regulations [RCW 70.105; Chapter 173-303 WAC]. Washington State Dangerous Waste regulations govern the handling and disposition of dangerous waste, including identification, accumulation, storage, transport, treatment, and disposal. The Dangerous Waste regulations are potentially applicable to generating, handling, and managing dangerous waste at the Site, and would be potentially relevant and appropriate even if dangerous wastes are not managed during remediation.

Washington State Solid Waste Handling Standards [RCW 70.95; Chapter 173-350 WAC]. Washington State Solid Waste Handling Standards apply to facilities and activities that manage solid waste. The regulations set minimum functional performance standards for proper handling and disposal of solid waste; describe responsibilities of various entities; and stipulate requirements for solid waste handling facility location, design, construction, operation, and closure. This regulation is also potentially applicable or relevant and appropriate for management of excavated soil or debris that will be generated during the Site cleanup.

6. Project Schedule

It is expected that project implementation will begin in May 2016, and will take approximately one week to complete.

B. Estimated Costs

<u>Extramural Costs:</u>	
<u>Regional Removal Allowance Costs:</u>	
Total Cleanup Contractor Costs (This cost category includes estimates for ERRS, subcontractors, Notices to Proceed, and Interagency Agreements with Other Federal Agencies. Includes a 10% contingency.)	\$103,000
<u>Other Extramural Costs Not Funded from the Regional Allowance:</u>	
Total START	\$ 49,000
Total Decontamination, Analytical & Tech. Services (DATS)	\$ 0
Total CLP	\$ 0
Subtotal	\$ 49,000
Subtotal Extramural Costs	\$152,000
Extramural Costs Contingency (20% of Subtotal, Extramural Costs rounded to nearest thousand.)	\$ 30,000
TOTAL REMOVAL ACTION PROJECT CEILING	\$182,000

* The above costs are an estimate of extramural costs that count toward the Removal Ceiling. Other EPA direct and indirect costs, although cost recoverable, do not count toward the Removal Ceiling for this removal action. Liable parties may be held financially responsible for all costs incurred by the EPA as set forth in Section 107 of CERCLA.

VI. EXPECTED CHANGE IN THE SITUATION SHOULD ACTION BE DELAYED OR NOT TAKEN

If the proposed removal action should be delayed or not taken hazardous substances will remain causing increased health risks to the adjacent population and/or site users through prolonged exposure to airborne contaminants. Asbestos is a known carcinogen that causes asbestosis, lung cancer, and mesothelioma. The asbestos materials and asbestos contaminated debris are exposed to the elements and may become dry, friable and airborne. The Site is in a residential area where neighboring residents, children playing on the Site and homeless people sheltering in the building may be exposed.

VII. OUTSTANDING POLICY ISSUES

None.

VIII. ENFORCEMENT

See the attached "Confidential Enforcement Addendum" for enforcement details.

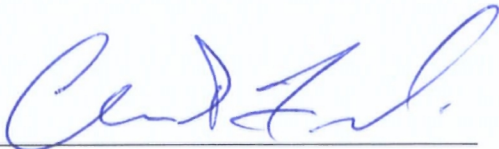
IX. RECOMMENDATION

This decision document represents the selected removal action for the Delancey-Houghton Elementary School Site located at corner of Fourth Avenue South East and Cannas Street South, in Soap Lake, Grant County, Washington, developed in accordance with CERCLA, as amended, and not inconsistent with the NCP. This decision is based on the administrative record for the Site.

Conditions at the Site meet the NCP Section 300.415(b) criteria for a removal and I recommend your approval of the proposed removal action. The total project ceiling if approved will be \$182,000. Of this, as much as \$182,000 comes from the Regional Removal Allowance.

X. APPROVAL / DISAPPROVAL

APPROVAL:



Chris Field, Manager
Emergency Management Program

5/16/14

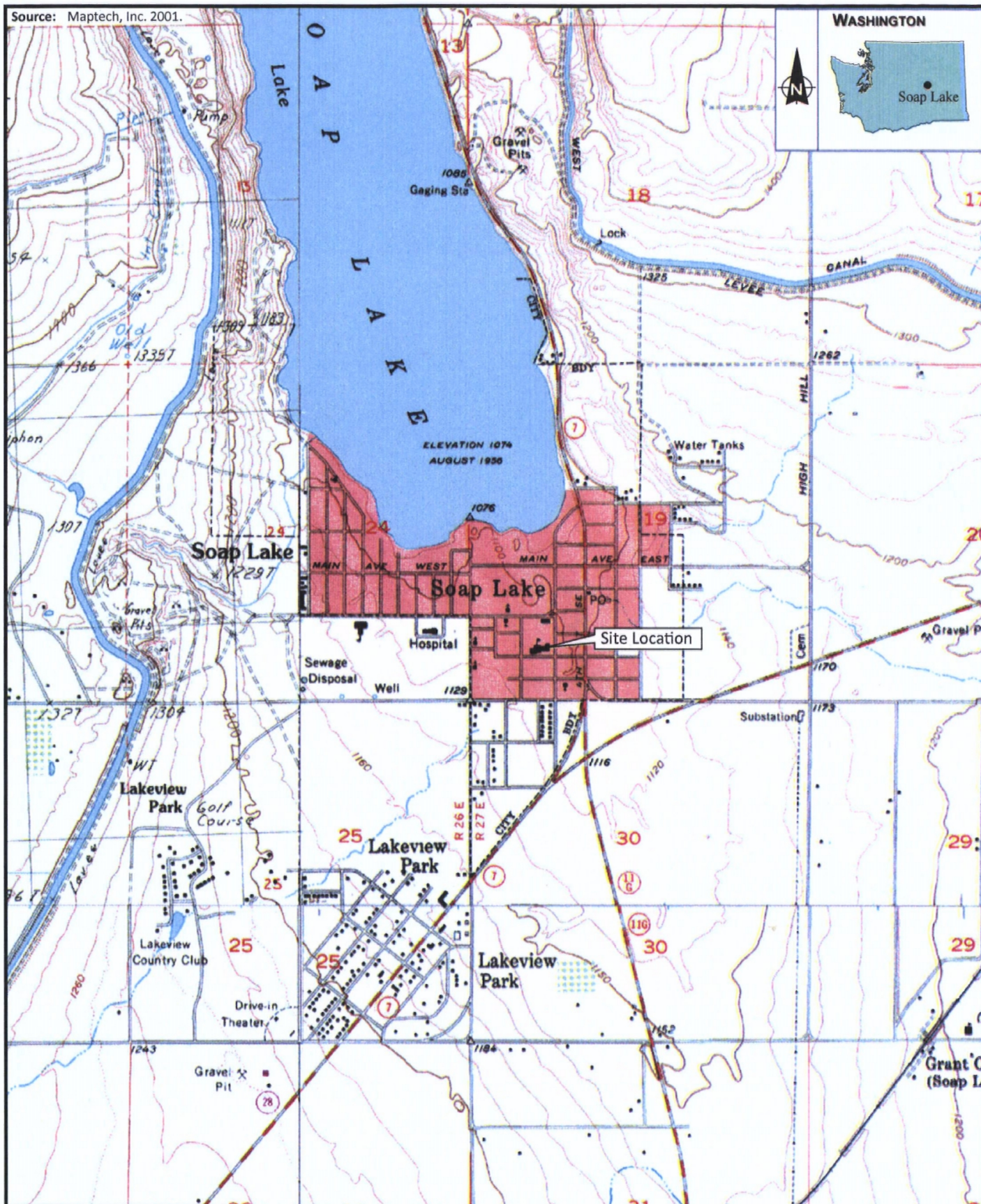
Date


DISAPPROVAL:

Chris Field, Manager
Emergency Management Program

Date

Source: Maptech, Inc. 2001.



 <p>ecology and environment, inc. Global Environmental Specialists Seattle, Washington</p>	<p>DELANCEY-HOUGHTON ELEMENTARY SCHOOL ASSESSMENT Soap Lake, Washington</p>		<p>Figure 1 SITE LOCATION MAP</p>	
	<p>0 1000 2000 Approximate Scale in Feet</p>		<p>Date: 12/17/15</p>	<p>Drawn by: AES 10:START IV\15120001\fig 1</p>

